



General Assembly

Distr.
GENERAL

A/AC.96/849
27 July 1995

Original : ENGLISH

EXECUTIVE COMMITTEE OF THE
HIGH COMMISSIONER'S PROGRAMME

Forty-sixth session

REPORT ON THE STATUS OF CONTRIBUTIONS TO UNHCR VOLUNTARY FUNDS AS OF 31 MAY 1995

1. This report indicates the status of contributions as of 31 May 1995 from governmental, intergovernmental, non-governmental and private sources towards UNHCR assistance activities in 1995.
2. The table accompanying this document shows contributions to the UNHCR Special and General Programmes for the years 1994 and 1995 which had been paid or pledged as of 31 May 1995.
3. Financial support to UNHCR was again exceptional during 1994. Donors for the most part maintained their total contributions, which allowed UNHCR to meet the demands made upon the Office. As a result, the overall contributions figure (\$ 1,068.2 million) was sufficient to cover needs.
4. Contributions towards 1995 General Programmes paid or pledged by 31 May 1995 amounted to some \$ 223.0 million (see table). Contributions towards Special Programmes, including all income recorded under Other Trust Funds, paid or pledged as of 31 May, amounted to \$ 176.3 million (see table). Total contributions in 1995 thus far amount to \$ 399.3 million.
5. The demands on the international community in 1995 continue to be affected by the scale of humanitarian tragedies around the world. Thus, as of 31 May 1995 amounts of approximately \$ 149 million remained to be funded under the General Programmes and \$ 456 million under Special Programmes.

CONTRIBUTIONS TO UNHCR ASSISTANCE PROGRAMMES
IN UNITED STATES DOLLARS

SITUATION AS AT 31 MAY 1995

1994			1995		
GENERAL PROGRAMMES	SPECIAL PROGRAMMES	TOTAL	DONOR	TOTAL	SPECIAL PROGRAMMES
A. GOVERNMENTS					
50,000	---	50,000	Algeria	50,000	---
---	---	---	Argentina	49,985	---
5,531,915	4,999,599	10,531,514	Australia	5,877,863	1,493,286
435,185	522,931	958,116	Austria	470,000	---
---	100,000	100,000	Bangladesh	---	---
904,153	1,327,686	2,231,839	Belgium	883,392	1,142,173
7,822	---	7,822	Botswana	---	---
50,000	---	50,000	Brazil	---	---
---	---	---	Brunei Darussalam	---	---
13,384,314	11,999,198	25,383,512	Canada	1,428,572	2,907,217
20,000	---	20,000	Chile	50,000	50,000
250,000	322,632	572,632	China	250,000	---
18,995	---	18,995	Colombia	18,995	---
5,857	4,000	9,857	Cyprus	---	---
---	100,000	100,000	Czech Republic	---	---
17,820,641	20,734,696	38,555,337	Denmark	19,561,813	1,303,969
1,000	---	1,000	Djibouti	---	---
500	---	500	Dominican Republic	---	---
5,370,762	6,145,310	11,516,072	Finland	7,274,053	468,863
4,781,565	5,797,489	10,579,054	France	6,840,899	3,977,913
4,810,308	10,248,912	15,059,220	Germany	13,139,344	6,664,524
---	---	---	Ghana	5,000	---
270,000	73,112	343,112	Greece	310,000	10,000
10,000	---	10,000	Holy See	10,000	---
20,000	---	20,000	Hungary	20,000	---
70,423	56,000	126,423	Iceland	77,882	---
4,000	205,000	209,000	Indonesia	4,000	---
1,248,800	1,792,824	3,041,624	Ireland	888,584	888,584
78,455	---	78,455	Israel	40,116	---
7,861,635	7,151,483	15,013,118	Italy	7,272,727	4,400,000

CONTRIBUTIONS TO UNHCR ASSISTANCE PROGRAMMES
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1994			1995		
GENERAL PROGRAMMES	SPECIAL PROGRAMMES	TOTAL	DONOR	TOTAL	SPECIAL PROGRAMMES
22,850,000	96,427,048	119,277,048	Japan	400,000	400,000
6,000	---	6,000	Lao People's Democratic Republic	6,000	---
10,000	---	10,000	Libyan Arab Jamahiriya	---	---
---	37,879	37,879	Liechtenstein	43,860	---
46,875	361,765	408,640	Luxembourg	279,516	212,014
20,000	---	20,000	Malaysia	145,000	125,000
1,962	---	1,962	Malta	---	---
100,000	---	100,000	Mexico	---	---
2,000	---	2,000	Micronesia	---	---
6,357	30,000	36,357	Monaco	8,230	---
15,000	---	15,000	Morocco	---	---
---	---	---	Namibia	500	500
31,975,483	27,792,590	59,768,073	Netherlands	27,696,104	1,912,216
361,500	201,505	563,005	New Zealand	---	---
18,648,383	26,696,771	45,345,154	Norway	20,364,646	5,182,201
4,000	50,000	54,000	Oman	4,000	---
---	---	---	Pakistan	4,623	---
500	---	500	Panama	500	---
2,681	---	2,681	Philippines	1,167	1,167
150,000	140,000	290,000	Portugal	---	---
100,000	492,000	592,000	Republic of Korea	300,000	---
---	1,063,100	1,063,100	Russian Federation	---	---
---	12,591	12,591	San Marino	---	---
10,000	---	10,000	Saudi Arabia	---	---
---	---	---	Slovak Republic	16,649	---
1,594,731	817,125	2,411,856	Spain	173,931	173,931
2,326	---	2,326	Sudan	3,868	---
42,274,594	38,232,073	80,506,667	Sweden	8,643,018	8,643,018
8,449,884	13,251,294	21,701,178	Switzerland	9,401,709	1,103,393
15,000	10,000	25,000	Thailand	64,800	49,800

CONTRIBUTIONS TO UNHCR ASSISTANCE PROGRAMMES
IN UNITED STATES DOLLARS

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1994			1995		
GENERAL PROGRAMMES	SPECIAL PROGRAMMES	TOTAL	DONOR	TOTAL	SPECIAL PROGRAMMES
5,155	51,020	56,175	Tunisia	5,365	5,365
75,000	805,000	880,000	Turkey	125,000	75,000
350,000	---	350,000	United Arab Emirates	---	50,000
22,423,041	45,781,196	68,204,237	United Kingdom	48,259,516	---
97,676,183	157,811,824	255,488,007	United States of America	26,769,841	21,489,675
6,000	---	6,000	Viet Nam	85,100,000	73,254,706
				1,500	1,500
310,188,985	481,745,653	791,934,638	TOTAL (Governments)	356,969,086	135,904,150
B. EUROPEAN COMMISSION					
16,340,040	217,983,643	234,323,683	European Commission	39,675,064	1,509,353
16,340,040	217,983,643	234,323,683	TOTAL (European Commission)	39,675,064	1,509,353
C. INTER-GOVERNMENTAL ORGANIZATIONS					
---	400,000	400,000	OPEC Fund (IGO)	---	---
400,000	400,000	400,000	TOTAL (Inter-Governmental Organizations)	---	---

CONTRIBUTIONS TO UNHCR ASSISTANCE PROGRAMMES
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SITUATION AS AT 31 MAY 1995

1994			1995			
GENERAL PROGRAMMES	SPECIAL PROGRAMMES	TOTAL	DONOR	TOTAL	GENERAL PROGRAMMES	SPECIAL PROGRAMMES
D. UNITED NATIONS SYSTEM						
---	4,000,000	4,000,000	International Bank for Reconstruction and Development (UNO)	---	---	---
---	8,233,000	8,233,000	International Fund for Agricultural Development (UNO)	---	---	---
---	220,000	220,000	United Nations Development Programme (UNO)	20,745	---	20,745
---	200,000	200,000	United Nations Office of the Co-ordinator for Afghanistan (UNO)	500,000	---	500,000
	12,653,000	12,653,000	TOTAL (UN System)	520,745		520,745
E. REGIONAL/AUTONOMOUS AUTHORITIES, NGOs AND OTHER DONORS						
---	36,723	36,723	Ajuntament de Barcelona, Spain (REG)	---	---	---
---	27,837	27,837	Basque Autonomous Region, Spain (REG)	11,278	---	11,278
---	17,483	17,483	Municipalite de La Tour-de-Peilz, Switzerland (REG)	---	---	---
---	4,218	4,218	Misc ARG (PRI)	---	---	---
---	620,018	620,018	Austcare (AUL)	---	---	---
1,643	---	---	BHP Minerals, Australia (PRI)	99,935	---	99,935
		1,643	Misc AUL (PRI)	---	---	---
4,362	---	4,362	JAL Flyers Fund (AUS)	---	---	---
1,685	4,701	6,386	Misc AUS (PRI)	---	---	---
350	---	350	Misc AZE (PRI)	---	---	---

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1994			1995		
GENERAL PROGRAMMES	SPECIAL PROGRAMMES	TOTAL	DONOR	TOTAL	SPECIAL PROGRAMMES
---	3,067	3,067	Association Exil Belgium (BEL)	---	---
---	923	3,923	Solidarite Liberale Internationale (BEL)	---	---
---	33,463	33,463	SPA Monopole (BEL)	---	---
1,156	2,659	2,659	Misc BEL (PRI)	---	---
9,936	1,503	9,936	Mr Pierre C. Breess, Belgium (PRI)	---	---
---	---	---	Soroptimist International (BPR)	184	184
---	---	---	Lions Club Lobatse (BOT)	---	---
---	1,091	1,091	Misc BRA (PRI)	---	---
59	---	59	Mitsubishi (CAN)	---	---
---	14,493	14,493	Misc CAN (PRI)	829	829
856	3,670	4,526	Andree English School (CHL)	---	---
---	10,552	10,552	Chilean People Campaign (CHL)	---	---
---	2,249,458	2,249,458	Recalcine Laboratorios (CHL)	---	---
---	2,030	2,030	Ching Hai Meditation Association (CHN)	20,000	20,000
---	---	---	Radio Canali (CYP)	---	---
---	8,068	8,068	State Opera Prague (CZE)	---	---
5,634	---	5,634	Lego System (DEN)	---	---
---	80,000	80,000	Misc DEN (PRI)	---	---
34	---	34	Misc SAL (PRI)	---	---
---	192	192	Misc ETH (PRI)	---	---
6,074	---	6,074	Finnish Refugee Council (FIN)	---	---
---	9,085	9,085	Misc FIN (PRI)	5,000	5,000
---	---	---	A.C.P.R (FRA)	9,191	9,191
---	---	---	Association Rainbow (FRA)	---	---
862	---	862		---	---

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1994			DONOR	1995		
GENERAL PROGRAMMES	SPECIAL PROGRAMMES	TOTAL		TOTAL	GENERAL PROGRAMMES	SPECIAL PROGRAMMES
5,078	---	5,078	Congregation des soeurs de Providence de St Andre (FRA)	---	---	---
13,043	17,990	31,033	Conseil Regional Limousin (FRA)	---	---	---
---	1,724	1,724	Impact Medecin (FRA)	---	---	---
---	76,283	76,283	Societe Bull (FRA)	7,347	7,347	---
8,320	6,136	14,456	Misc FRA (PRI)	---	---	---
11,561	10,313,616	10,325,177	Deutsche Stiftung fur UNO-Fluchtlingshilfe (GFR)	121,971	20,548	101,423
---	10,067	10,067	NATO Music Festival, Monchengladbach (FRG)	---	---	---
292	---	292	The Economist (FRG)	635	635	---
1,131	---	1,131	Misc FRG (PRI)	---	---	---
---	536	536	Misc GHA (PRI)	1,000	1,000	---
---	48,945	48,945	Marangopoulos Foundation for Human Rights (GRE)	---	---	---
842	44,304	45,146	Misc GRE (PRI)	7,549	142	7,407
129	---	129	Misc HKG (PRI)	---	---	---
572	---	572	Misc HUN (PRI)	105	105	---
16	---	16	Misc IND (PRI)	---	---	---
---	10,000	10,000	Korean Union Church, INS (PRI)	---	---	---
---	---	---	Misc INS (PRI)	5,000	---	5,000
---	---	---	Misc IRE (PRI)	398	---	398
---	---	---	Misc ISR (PRI)	7,014	7,014	---
---	---	---	Italian Red Cross (ITA)	---	---	---
---	298,553	298,553	Merhamet (ITA)	---	---	---
---	41,000	41,000	Soka Gakkai (ITA)	---	---	---
---	22,918	22,918	Misc ITA (PRI)	178,454	291	178,163
68,055	2,664,962	2,733,017				

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SITUATION AS AT 31 MAY 1995

1994			1995		
GENERAL PROGRAMMES	SPECIAL PROGRAMMES	TOTAL	DONOR	TOTAL	SPECIAL PROGRAMMES
8,000	---	8,000	'Rice for Somali Children' Association of Japan (JPN)	---	---
---	8,475	8,475	Asia Africa International Volunteer Foundation (JPN)	---	---
---	10,000	10,000	Association to Aid Refugees (JPN)	---	---
---	20,619	20,619	Catholic Sayuri Kindergarten (JPN)	---	---
31,967	---	31,967	Chubu Golf Association (JPN)	---	---
---	---	---	Comm for Solidarity of ICH Refs & Asian Underprivileged (JPN)	30,000	30,000
---	1,128	1,128	Data Communications System Co Ltd (JPN)	---	---
9,615	---	9,615	Denryoku Soren (JPN)	---	---
---	10,101	10,101	Egawa Unso Co (JPN)	---	---
---	10,099	10,099	ECC (JPN)	---	---
9,709	18,018	27,727	Global Rainbouship (JPN)	---	---
---	---	---	Hokkaido Rokin Bank (JPN)	41,237	---
---	1,085,555	1,085,555	Japan Committee for Refugee Relief (JPN)	---	---
---	22,583	22,583	Japan RSG Club Federation (JPN)	---	---
---	47,619	47,619	Japan Times (JPN)	---	---
---	25,253	25,253	Jichiro (JPN)	---	---
19,231	10,101	29,332	Jinrui Aizen-Kai (JPN)	---	---
29,126	---	29,126	Jyodoshu (JPN)	---	---
---	426,498	426,498	JTUC - Rengo (JPN)	---	---
---	203,137	203,137	Kanto Golf Association (JPN)	---	---
---	---	---	Katsumura Construction Co Ltd (JPN)	1,181	1,181
10,151	---	10,151	Kokusai Ai-no Bokin (JPN)	5,417	5,417
15,230	---	15,230	Kokusai Ai-no Koza (JPN)	8,953	8,953
83,868	28,066	28,066	Labor Union Chubu (JPN)	---	---
---	20,447	104,315	Mainichi Shimbun Social Welfare Foundation (JPN)	---	---
---	10,101	10,101	Morality International Committee (JPN)	---	---
9,709	---	9,709	Mypack Co Ltd (JPN)	---	---
---	10,101	10,101	National Friendship Association (JPN)	---	---
22,929	---	22,929	Nichiren Shu Tokyo-to Nanbu Shumusho (JPN)	---	---
---	12,121	12,121	Ota Aiko (JPN)	---	---
10,309	---	10,309	PHP Research Ins. (JPN)	---	---

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1994			1995		
GENERAL PROGRAMMES	SPECIAL PROGRAMMES	TOTAL	DONOR	TOTAL	SPECIAL PROGRAMMES
---	40,000	40,000	Rissho Kosei Kai (JPN)	---	---
---	10,101	10,101	Rotary Club (JPN)	---	---
---	1,016,981	1,016,981	Sasakawa Foundation (JPN)	1,000,000	1,000,000
---	167,955	167,955	Seicho-no-ie (JPN)	---	---
123,680	30,303	153,983	Sekai Renpo Sengen (JPN)	---	---
---	20,202	20,202	Shingon Buzan Sect (JPN)	---	---
---	506,667	506,667	Soka Gakkai Youth Peace Conference (JPN)	---	---
9,859	82,713	92,572	Soroptimist International (JPN)	77,123	72,999
---	1,172	1,172	Takase Corporation (JPN)	---	---
---	9,916	9,916	Toyokawa High School (JPN)	---	---
114,314	---	114,314	Tree for Life (JPN)	33,566	---
40,763	4,924	45,687	United Nations Association (JPN)	15,208	3,172
---	---	---	Watt Mann Co Ltd (JPN)	1,181	---
---	11,111	11,111	Yamauchi Bank Switzerland (JPN)	---	---
---	2,300	2,300	Yamauchi Bank Kazuo (JPN)	3,678	---
8,929	20,202	20,202	Zen Dentsu (JPN)	---	---
---	50,505	50,505	24 Hour Television (JPN)	---	---
664,222	327,409	991,631	Misc JPN (PRI)	170,431	28,752
245	---	245	Misc KEN (PRI)	---	---
---	---	---	Kuwait Joint Relief Committee (KUW)	6,689	6,689
---	100,000	100,000	Kuwait Red Crescent Society (KUW)	10,000	10,000
---	---	---	Zakat House (KUW)	48,551	15,000
---	10,135	10,135	Islamic Charitable Organisation, KUW (PRI)	---	---
---	672	672	Misc KUW (PRI)	---	---
---	---	---	Misc LAO (PRI)	---	---
1,000	---	1,000	Misc LUX (PRI)	---	---
---	---	---	Misc MEX (PRI)	1,730	---
---	91	91	Misc MEX (PRI)	---	---

Risho Kosei Kai (JPN)
 Rotary Club (JPN)
 Sasakawa Foundation (JPN)
 Seicho-no-Ie (JPN)
 Sekai Renpo Sengen (JPN)
 Shingon Buzan Sect (JPN)
 Soka Gakkai Youth Peace Conference (JPN)
 Soroptimist International (JPN)
 Takase Corporation (JPN)
 Toyokawa High School (JPN)
 Tree for Life (JPN)
 United Nations Association (JPN)
 Watt Mann Co Ltd (JPN)
 Yamaguchi (JPN)
 Yamaichi Bank Switzerland (JPN)
 Yamashita Kazuo (JPN)
 Zen Dentsu (JPN)
 24 Hour Television (JPN)
 Misc JPN (PRI)
 Misc KEN (PRI)
 Kuwait Joint Relief Committee (KUM)
 Kuwait Red Crescent Society (KUM)
 Zakat House (KUM)
 Islamic Charitable Organisation, KUM (PRI)
 Misc KUM (PRI)
 Misc LAO (PRI)
 Misc LUX (PRI)
 Misc MEX (PRI)

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1994			DONOR	1995		
GENERAL PROGRAMMES	SPECIAL PROGRAMMES	TOTAL		TOTAL	GENERAL PROGRAMMES	SPECIAL PROGRAMMES
---	18,416	18,416	Amitie sans Frontières (MCO)	---	---	---
4,865	---	4,865	Loosco Foundation (NET)	---	---	---
333,503	900,000	1,233,503	Stichting Vluchteling (NET)	29,400	29,400	---
30	239	269	Misc NET (PRI)	---	---	---
1,151	206	1,357	Misc NIG (PRI)	---	---	---
---	128,519	128,519	Norwegian Refugee Council (NOR)	---	---	2,946
---	17,600	17,600	Redd Barna (NOR)	---	---	---
49,970	---	49,970	World Festival Choir (NOR)	---	---	---
---	21,030	21,030	Archdiocese Mt Hagen (PNG)	---	---	---
---	136	136	Misc PHI (PRI)	---	---	---
1,815	200	2,015	Misc POR (PRI)	---	---	---
---	10,000	10,000	Girl Scouts of Korea (KOR)	---	---	---
---	98,986	98,986	United Nations Association (KOR)	---	---	---
---	---	---	Democratic Liberal Party, KOR (PRI)	30,000	---	30,000
---	5,000	5,000	Saudi Arabian Red Crescent Soc. (SAU)	---	---	---
1,333	---	1,333	Misc SAU (PRI)	---	---	---
13,333	---	13,333	P Prince El Walid bin Talal bin Abdul Aziz Al Saud, SAU (PRI)	13,333	13,333	---
1,751	---	1,751	UNICEF (SEN)	---	---	---
---	4,241	4,241	Misc SIN (PRI)	---	---	---
---	25,000	25,000	LOGOS PHARMA (RSA)	---	---	---
---	3,300	3,300	Netcord MFGKG (RSA)	---	---	---
---	8,633	8,633	Noristan Pharmaceuticals (RSA)	---	---	---
---	36,496	36,496	Misc RSA (PRI)	371	---	371

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1994			1995		
GENERAL PROGRAMMES	SPECIAL PROGRAMMES	TOTAL	DONOR	TOTAL	SPECIAL PROGRAMMES
4,286	---	4,286	Colegio Universitario San Pablo (SPA)	---	---
---	4,001	4,001	Community Bahai (SPA)	---	---
5,494	124,031	129,525	Espana con ACNUR (SPA)	88,343	88,343
---	5,129	5,129	Foundation El Monte (SPA)	---	---
---	2,966,589	2,966,589	Spanish TV Campaign (SPA)	---	---
---	30,072	30,072	SOS Balcanes (SPA)	---	---
14,192	---	14,192	Misc SPA (PRI)	49	49
---	97,150	97,150	Church of Sweden Aid (SWE)	---	---
---	26,300	26,300	Radda Barnen (SWE)	48,701	48,701
3,511	633	4,144	Misc SWE (PRI)	---	---
---	3,965	3,965	Agorma Editing Services S.A. (SWI)	---	---
---	8,000	8,000	Benedictine Monks (SWI)	---	---
---	4,294	4,294	Centre Hospitalier Universitaire Vaudois (SWI)	---	---
---	4,420	4,420	Mattel AG, Bern (SWI)	---	---
13,605	---	13,605	Societe de Banque Suisse (SWI)	---	---
---	---	---	Beatrice & Urs Hauser, Switzerland (PRI)	11,364	11,364
797,015	7,216	804,231	Misc SWI (PRI)	15,555	15,555
---	34,722	34,722	Mr Serge Poutiloff, Switzerland (PRI)	---	---
---	395	395	Misc THA (PRI)	---	---
---	2,529	2,529	Girl Guide Association London (GBR)	4,688	4,688
2,388	---	2,388	Oxford University Press (GBR)	---	---
37,313	---	37,313	Regency Press Ltd (GBR)	---	---
---	997	997	Richmond College (GBR)	---	---
---	129,851	129,851	Soka Gakkai (GBR)	---	---
---	88,507	88,507	Soroptimist International (GBR)	---	---
904	23,989	23,989	United Nations Association (GBR)	---	---
32,204	26,076	58,280	Misc GBR (PRI)	1,567	1,567
---	175,000	175,000	Ford Foundation (USA)	---	---
---	5,000	5,000	Lutheran Immigration and Refugee Service (USA)	---	---
---	10,000	10,000	Soka Gakkai (USA)	---	---

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1994			DONOR	1995		
GENERAL PROGRAMMES	SPECIAL PROGRAMMES	TOTAL		TOTAL	GENERAL PROGRAMMES	SPECIAL PROGRAMMES
10,000	40,000	50,000	USA for UNHCR (USA)	---	---	---
6,690	3,516	10,206	Misc USA (PRI)	346	346	---
---	---	---	Realty Management INC. USA (PRI)	5,000	5,000	---
100	---	100	Misc VEN (PRI)	---	---	---
500	---	500	Misc SRV (PRI)	---	---	---
---	---	---	Misc YUG (PRI)	75	---	75
---	1,000	1,000	Misc ZRE (PRI)	---	---	---
---	21,898	21,898	Colgate Palmolive (ZAM)	---	---	---
98	---	98	Misc ZAM (PRI)	---	---	---
7	---	7	Misc ZIM (PRI)	---	---	---
2,700,604	26,201,368	28,901,972	TOTAL (Regional/Autonomous Authorities, NGOs and other Donors)	2,182,573	396,678	1,785,895
329,229,629	738,983,664	1,068,213,293	GRAND TOTAL	399,347,468	222,970,967	176,376,501
58	34	62	NUMBER OF CONTRIBUTING GOVERNMENTS	45	40	25



General Assembly

Distr.
GENERAL

A/AC.96/850
1 September 1995

Original: ENGLISH

EXECUTIVE COMMITTEE OF THE
HIGH COMMISSIONER'S PROGRAMME

Forty-sixth session

NOTE ON INTERNATIONAL PROTECTION

International Protection in Mass Influx

(submitted by the High Commissioner)

I. INTRODUCTION

1. In 1994, the Executive Committee considered the content of international protection and ways in which to extend protection to all who require it. The Executive Committee encouraged the High Commissioner to continue to provide protection to persons unable to return in safety to their countries of origin as a result of situations of conflict. It requested UNHCR to engage in further consultations and discussions concerning measures to achieve this objective, which might encompass the elaboration of guiding principles, including for concerted action (A/AC.96/839, para. 19).

2. Subsequent developments have shown the desirability of giving continued consideration to this issue. At its 26th session in June 1995, the Sub-Committee of the Whole on International Protection reviewed a note on The Scope of International Protection in Mass Influx (EC/1995/SCP/CRP.3), in which UNHCR outlined various aspects relevant to providing international protection to those in need of it in the context of mass influx. UNHCR emphasized, in particular, the need for legal protection of such refugees, and also drew attention to the burden placed particularly on impoverished countries hosting large refugee populations.

3. In the present Note, UNHCR underlines the desirability of global efforts to address this important problem, emphasizing that concerted

approaches call for the full endorsement and participation of States beyond the immediately affected region. Liberal asylum policies which need not presuppose permanent settlement, remain indispensable to any such approach. In addition, international solidarity with, and support for, countries bearing significant burdens as the result of refugee movements, particularly from rapid and large-scale influxes, is emphasized. Both factors are fundamental to a solution-oriented approach to situations of mass forced population movements, which often result from conflict. Closely related to these concerns are two major issues which have continued to preoccupy UNHCR in 1995, namely the establishment of conditions within countries of origin needed to support safe and lasting repatriation, and the protection of internally displaced populations.

II. CURRENT DEVELOPMENTS

4. In 1995, a number of political and human rights factors highlighted the increased complexity and dimensions of refugee protection. Gross human rights violations by a number of States or non-state entities pursuing policies of "ethnic cleansing" in different regions continued to give rise to pressing protection concerns. More positively, efforts were made by the international community to hold accountable those -- including refugees -- responsible for such violations through the important and long-awaited actions of the International Tribunals for former Yugoslavia and Rwanda. At the same time, UNHCR has endeavoured to concretize its declared prevention strategy by undertaking, in close collaboration with the International Organization for Migration (IOM) and the Organization for Security and Cooperation in Europe (OSCE), preparations for a regional conference to address current and potential refugee problems and related population movements in the Commonwealth of Independent States (CIS) and relevant neighbouring countries.

5. Events of the past year, whether in the former Yugoslavia, the Great Lakes region of Africa or the former Soviet Union, have illustrated clearly the value of the current international protection regime, and have highlighted some of its shortcomings. In areas of the world most affected by refugee flows, the institution of asylum and basic refugee rights have often been respected, but have at other times suffered mass violations. Many States express a sense of being overburdened by refugee influxes, notwithstanding great differences in the magnitude and impact of the refugee populations which they host. A number have also been unwilling to see refugees become a long-term presence, notably in the case of mass flows. These attitudes have been exacerbated by the fear that the establishment of the necessary conditions for the early resolution of certain refugee situations, particularly through voluntary repatriation, will be difficult to achieve.

6. These troubling protection developments in various parts of the world are not all new. In some cases, however, they are occurring for the first time in States with a long tradition of generous refugee reception and liberal asylum policies, or at heightened levels. Restrictive measures include the erection of physical and legal barriers by States to prevent refugees from obtaining entry or asylum on their territory, forcible mass

return and a failure to meet internationally agreed standards of treatment, leading at times to the maintenance of refugees in limbo. A decline in physical protection is also widely noted. In many instances, considerations of national security have resulted in measures detrimental to the safety and well-being of refugees.

7. In other instances, the fragmentary and undeveloped nature of international responsibility for protection was exposed by the plight of groups of internally displaced persons caught in conflict situations, and of stateless persons without a legal claim on the protection of any Government.

III. EXPLORING PROTECTION STRATEGIES

8. New and complementary strategies to ensure the effective provision of international protection should first seek to reinforce the implementation of the 1951 Convention and 1967 Protocol and existing regional instruments; to strengthen the protection provided to persons falling outside the application of international legal instruments; and to support protection measures taken by States not yet party to such instruments. The objective is to reinforce the commitment of States to ensuring that persons who require protection receive it without discrimination. While various possibilities towards achieving this end can be kept under review, States do not appear prepared currently to undertake additional binding obligations towards refugees. UNHCR will, therefore, continue to promote and encourage the positive regional development of standards in conformity with the international instruments. It may also be appropriate to pursue guiding principles relevant to this objective, including measures which would generate increased international solidarity and support to States most affected by refugee flows.

A. Extending international protection

9. In 1994 the Executive Committee examined the problem of certain inadequacies in the international refugee protection regime, in the light of current refugee flows and their magnitude. UNHCR emphasized that its role in providing international protection primarily involves ensuring that Governments protect refugees and asylum-seekers who may be refugees; thus, the fulfilment of UNHCR's protection mandate requires the active cooperation of Governments, whose political and material support is, of course, crucial. Issues which were identified as meriting ongoing attention in this regard included the non-accession to the basic international legal instruments of refugee protection by a number of States, as well as various restrictions in the interpretation of the refugee definition itself. Other aspects included measures to extend protection to all persons fleeing conflict, whether or not they have been recognized formally as refugees.

10. It was recognized that even when States are not party to the relevant international conventions, they have generally accepted the need to provide protection to refugees fleeing armed conflict and civil strife, whether or not such persons are deemed to fall within the terms of the Convention. This general practice is reflected in the 1994 General Conclusion on International Protection (A/AC.96/839, para. 19(n)), which

encourages the High Commissioner to pursue consultations concerning measures to achieve the objective of ensuring continued protection to such persons. Recognizing that States have often undertaken such protection as a humanitarian responsibility, without specific reference to international legal obligations, UNHCR considers it desirable to elaborate a clear basis which would enhance the security and predictability of this protection.

11. It is recalled that in many situations, persons fleeing conflict may also be fleeing a well-founded fear of persecution for Convention reasons. This is the case, for example, when a segment of the population is targeted by government or non-government forces due to their ethnic, religious or political affiliation. Persons fleeing or remaining outside a country for reasons pertinent to refugee status qualify as Convention refugees, regardless of whether those grounds have arisen during conflict. Steps towards strengthening the international protection required by all persons fleeing conflict must take this into account to avoid diminishing the protection to which refugees are entitled. Restrictions in the practice of certain States in this context have included the denial of refugee status in cases where persecution emanates from non-state entities, whereas the determining factor in the Convention and UNHCR's Statute is clearly the absence of effective protection, rather than the identity of the perpetrator.

12. Refugee status determination issues such as these are fundamental to UNHCR's mandate, particularly with regard to its supervisory role under Article 35 of the Convention, and to international refugee law. The admission and protection of persons fleeing danger and persecution is still the essential response to refugee flows. UNHCR welcomes proposals by States on measures to strengthen the implementation of international protection responsibilities in this regard, within the appropriate international legal framework.

13. At the same time, while the continued codification of fundamental principles remains important, the mere fact of accession to the relevant instruments has been shown to be insufficient to guarantee a consistent and generous response to refugee needs. There remains a range of underlying factors, whether political, economic or social, which may also influence the response of States to refugee influxes and which may prompt measures which conflict with the basic rights of refugees and asylum-seekers. These factors must also be addressed in any effort to strengthen the international regime.

B. International solidarity

1. In host countries

14. Over recent years, despite the broadening of state involvement with refugee issues, the lack of tangible international solidarity has remained an obstacle to the positive development of the international refugee protection regime. Successive Executive Committee Conclusions, endorsed by the General Assembly, have called for international solidarity and burden-sharing, enjoining all States to take an active part, in collaboration with UNHCR, in efforts to assist countries, in particular those with limited resources, that host large numbers of refugees and asylum-seekers. It remains the shared responsibility of the international community to support the capacity of host

States to receive and protect refugees, including States lacking the necessary resources and those where domestic concerns, including anti-immigrant sentiment as well as social, economic, political and environmental concerns, militate against effective protection. Issues of national security are also increasingly relevant in this respect, particularly in regard to the political and related consequences of a prolonged stay of large groups of refugees.

15. The broad and recurrent consensus on the need for international solidarity in this context can only benefit from reinforcement and better implementation. In particular, there is an urgent need to provide mechanisms to strengthen the national capacities of the most affected States to receive refugees, where this capacity is under strain. In addition, the security implications of mass flows for host States must be acknowledged. An effective international response needs to uphold the fact that the safety of refugee camps and settlements is predicated on their exclusively civilian and humanitarian character, and on the duty of refugees and host authorities to abstain from any activity likely to detract from this. To this end, UNHCR has undertaken exceptional measures to provide security to the Rwandan camps in Zaire, as well as pressing for their movement away from border areas. The Executive Committee has described the maintenance of the civilian and humanitarian nature of refugee camps and settlements as essential, and called on all other States to assist States of refuge in this regard. Any action or omission which facilitates armed activities intended to destabilize Governments is clearly incompatible with this principle.

16. In some situations, refugees and asylum-seekers have fallen victim to racist attacks. At their most basic, measures of international solidarity must include a systematic and public rejection of all manifestations of racial discrimination, including the implication that minority groups, whatever their nationality, have a lesser claim to basic rights and are responsible for various social ills. Concerted action by host States to influence positively public opinion in this domain would be welcome. In addition, it is incumbent on the international community to distinguish carefully between legitimate concerns in respect of illegal immigrants and the abuse of asylum procedures, on the one hand, and long-standing international obligations and positive traditions of providing asylum to refugees, on the other. Any public perception that most asylum-seekers are using asylum procedures to circumvent anti-immigration policies inevitably reinforces xenophobic and racist tendencies, which in their turn are likely to spur further restrictive measures.

17. In an effort to prevent and deter the abuse of asylum procedures by would-be immigrants, considerable and sustained efforts have been undertaken in certain States to restrict access to their territory, and in some cases to limit possibilities for substantive review of refugee claims. In addition, some countries have increasingly restricted the application of the refugee definition contained in the 1951 Convention and 1967 Protocol, as described in paragraph 5 above. UNHCR has consistently stated its concern that anti-immigration measures, when applied indiscriminately to bona fide and abusive asylum-seekers alike, may have an adverse impact on the possibility for persons with a well-founded fear of persecution of obtaining protection. International solidarity is inevitably weakened by the adoption of

restrictive measures in the legal sphere. UNHCR also believes that, provided proper eligibility criteria and adequate procedural safeguards are applied, an asylum procedure equipped to reach prompt decisions combined with a consistent policy to deal with persons who do not require protection is the best way of discouraging abusive asylum claims. UNHCR remains willing to support such resources and believes that a coherent approach in this regard could contribute to rendering certain restrictive measures superfluous.

18. Many low-income developing countries whose resources are already strained face destabilizing social and economic effects from a sudden, mass influx of refugees. Their capacity to absorb this increase in population, often in fragile and remote regions, requires reinforcement through development support geared to both physical and institutional infrastructure. The sectors which are particularly exposed in cases of sudden and large-scale influx include security, water, sanitation, the environment, health, and law enforcement. The Executive Committee has for several years provided guidance on related issues. The 1984 Principles for Action in Developing Countries (A/AC.96/736 refers) stated that projects aimed essentially at repairing or improving a host country's economic or social infrastructure to help it cope with the presence of refugees, but which do not directly benefit significant numbers of refugees should as a rule be handled by UNDP and other developmental organizations, including non-governmental organizations (NGOs). These Principles, and the approach exemplified by the International Conference on Assistance to Refugees in Africa (ICARA), the International Conference on the Situation of Refugees, Repatriants and Displaced Persons in Southern Africa (SARRED) and the International Conference on Central American Refugees (CIREFCA), presupposed local integration and the encouragement of income-generation opportunities for refugees. With few exceptions, however, implementation of refugee aid and development projects has been seriously hampered by lack of funding, and past efforts have rarely addressed the full range of emergency and short-to-medium term inputs needed in the context of mass influxes. A more comprehensive and supportive international approach in this area is overdue, including the full and active involvement of all relevant international agencies and organizations.

19. The Plan of Action adopted in Bujumbura at the Regional Conference on Assistance to Refugees, Returnees and Displaced Persons in the Great Lakes Region (February 1995) included a statement of actions expected from the international community, notably in respect of concrete measures to alleviate and redress the impact of the presence of refugees and displaced persons. These measures provide a useful guide to the areas in which international support for mass flows is required. They include such activities as arresting and reversing environmental degradation; rehabilitating schools, roads, water sources and health facilities; encouraging the restoration of normalcy through provision of assistance to destabilized local communities; and assisting host countries in the maintenance of law and order in and around refugee camps.

20. At a broader level, the support of concerned States for political initiatives in pursuit of conflict resolution and to address the security concerns of host States arising from refugee movements, is also often required.

2. In countries of origin

21. Parallel and equally important measures of international solidarity are needed in respect of countries of origin in seeking sustainable solutions to refugee problems as well as in preventing their recurrence. In addition to early warning and prevention activities, this concerns in particular support for voluntary repatriation programmes and broader efforts to effect lasting solutions, including conflict resolution and reconciliation. Last year, the Executive Committee recognized that "for repatriation to be a sustainable and thus truly durable solution to refugee problems it is essential that the need for rehabilitation, reconstruction, and national reconciliation be addressed in a comprehensive and effective manner" (A/AC.96/839, para. (aa)). In certain cases, the management or timing of repatriation may carry the risk of endangering national reconciliation, and there remain, as recognized by the Convention, situations in which the breach of the relationship between the refugee and his or her country is unlikely to heal.

22. The elements of post-conflict reconstruction and recovery have benefited from intense analysis in recent years, with considerable agreement on the need for greater emphasis on reconciliation and measures needed to underpin peace and sustainable reintegration. The establishment of an effective human rights regime, institutions which sustain the rule of law, including an independent judicial system accessible to all and an accountable public administration, are at least as important as the rehabilitation of structures and facilities. The delicate balance between reconciliation and accountability for past abuses means that the parties themselves must take the lead in national reconciliation. There are, however, several areas in which the international community can encourage and support the process.

23. From the outset of a refugee situation, UNHCR bears in mind the possibilities for voluntary repatriation. The Executive Committee has encouraged UNHCR to provide active support for this through the promotion, where feasible, of various initiatives, including the maintenance of contact and efforts to secure dialogue between all the main parties, facilitating communication between them, and acting as an intermediary or channel of communication. Such efforts are also closely linked to the need for refugee camps to retain an exclusively civilian and humanitarian character, and for refugees to abstain from any incompatible activity. Broader international support for efforts to maintain law and order in refugee camps, such as attempted recently in the United Republic of Tanzania and Zaire, may be required in this connection.

24. Related actions may include encouraging the facilitation of visits by refugees to countries of origin and, in the context of information campaigns promoting voluntary repatriation, of representatives of the country of origin to refugee camps. The process can be further strengthened through the provision of appropriate education in refugee camps and settlements. These actions are particularly important in the increasing number of situations where various factors, including the welfare of the refugee population, indicate that large-scale voluntary return must nevertheless be considered, despite the existence of less than optimum conditions in the country of origin. The safety and viability of such operations depends on a

number of factors, including the commitments given by the country of origin, the effectiveness of international monitoring of returnees and proper provision for those who have valid reasons not to return home. It is likely that UNHCR will face an increasing number of such situations in coming years.

25. UNHCR's legitimate concern for the well-being of returnees has long been recognized, and is given effect through monitoring their safe and effective reintegration in the country of origin. UNHCR also routinely assists in the establishment and monitoring of amnesties for returnees, which are a feature of most repatriation agreements. Where applicable, the direct support of United Nations peace-keeping personnel, United Nations human rights monitors and other international and non-governmental organizations is required for the effective monitoring of returnee populations, especially to situations which have not fully stabilized. Concerted international support for these activities and for the essential steps needed for the transformation to long-term reintegration is required if these difficult operations are to succeed.

26. A related area which has previously been the subject of extensive Executive Committee attention, including in 1994, is that relating to the protection of internally displaced persons. Recent events in the former Yugoslavia and in Rwanda, in particular, have again emphasized the need for a clear legal basis for providing this protection and for greater clarity in terms of international and national responsibility for the protection of uprooted civilians in conflict.

IV. CONCLUSION

27. The principles of international protection have been developed and strengthened, over time, by positive state practice. Conversely, actions by States which depart from these basic principles inevitably contribute to their overall erosion. This is particularly so when States traditionally regarded as standard-bearers of refugee protection, even in difficult circumstances, feel unable, for economic, social or political reasons, to maintain their commitments in the face of new needs. Such practices are liable to be noted and even emulated, easily encouraging a general trend of more restrictive responses. In this context UNHCR considers that its role, in cooperation with States, is to seek to uphold the consistent and universal application of the fundamental principles of protection, as part of the international rule of law, without losing sight of regional and local particularities and preoccupations. Generous refugee admission, assistance and integration practices must be complemented by strengthened international support for host States, coupled with more effective preventive action and enhanced international support for safe and dignified repatriation. Agreed guiding principles, in line with the existing international legal regime, can make a valuable contribution to consistency in this regard.

28. Guiding principles for enhanced international action may also usefully reiterate the value of comprehensive and regional approaches to refugee problems, bearing in mind that the Sub-Committee of the Whole on International Protection at its meeting in May 1994 reached broad agreement that complex problems of displacement could best be managed through such

approaches (EC/SCP/87 and EC/SCP/89 refer). UNHCR has been urged further to develop approaches including the basic principles of prevention, protection and solutions on the basis that while these should be targeted to specific situations, they should be based on recognized principles of asylum and protection as laid down in the Convention and Protocol, and in accordance with other human rights standards. The underlying need for sufficient political will among the countries concerned to address critical issues has also been emphasized.

29. A broad range of legal, political, developmental, security and other elements must be addressed in efforts to extend effective international protection to all persons in need of it. The Convention and Protocol, as well as international and regional refugee and human rights instruments, provide a broadly accepted overall framework for this task. The inadequacies which have been identified within this framework could be addressed, in the first instance and as recommended by the Executive Committee, through the further development and consolidation of non-binding standards. UNHCR looks forward to the recommendations of the Executive Committee to advance this process.



General Assembly

Distr.
GENERAL

A/AC.96/851
29 September 1995

Original: ENGLISH

EXECUTIVE COMMITTEE OF THE
HIGH COMMISSIONER'S PROGRAMME

Forty-sixth session

ACTION TAKEN ON DECISIONS OF THE FORTY-FIFTH SESSION OF THE EXECUTIVE COMMITTEE

I. INTRODUCTION

1. This document provides, in summary form, information on the follow-up by the Office of the United Nations High Commissioner for Refugees on all decisions/conclusions of the forty-fifth session of the Executive Committee of the High Commissioner's Programme that called for specific action to be taken by the High Commissioner. The section headings and paragraphs referred to in chapter II below correspond to those contained in report of the forty-fifth session of the Executive Committee (A/AC.96/839). Decisions/conclusions requiring action by Governments or other entities, rather than the High Commissioner, are not reported on. To the maximum extent, cross-references to other Executive Committee and Sub-Committee documents/reports are made to limit the length of this document.

II. ACTION TAKEN

Para. 19: General Conclusion on International Protection

(m) Recalls that UNHCR has often been requested by the United Nations General Assembly to extend protection and assistance to persons who have been forced to seek refuge outside their countries of origin as a result of situations of conflict, and encourages the High Commissioner to continue to provide international protection to such persons, and to seek solutions to the problems arising from their forced displacement, in accordance with relevant General Assembly resolutions, and calls upon all States to assist and support the High Commissioner's efforts in this regard;

(q) Encourages the High Commissioner to continue to promote international cooperation in providing international protection to all who require it, and to engage in further consultations and discussions concerning measures to achieve this objective, which might involve the elaboration of guiding principles, including for concerted action;

(s) Welcomes the further exploration by the High Commissioner, pursuant to Protection Conclusion (m) (1993), of temporary protection as an asylum strategy, in the context of addressing prevention, protection and solutions on a comprehensive regional basis, and looks forward to further discussions among interested Governments on this subject, including the duration of temporary protection;

(u) Calls upon UNHCR, in close cooperation with the Governments concerned, to continue to coordinate and to provide guidance concerning the implementation of temporary protection and other forms of asylum oriented towards repatriation, in situations where return home is considered the most appropriate durable solution, including advice on voluntary repatriation and on safe return once the need for international protection has ceased;

UNHCR Action. See: The Scope of International Protection in Mass Influx (EC/1995/SCP/CRP.3 and Corr.1 and 2) presented at the June 1995 meeting of the Sub-Committee of the Whole on International Protection (SCIP); and the Note on International Protection: International Protection in Mass Influx (A/AC.96/850) submitted to the forty-sixth session of the Executive Committee.

(v) Reiterates that voluntary repatriation, when it is feasible, is the ideal solution to refugee problems, and calls upon countries of origin, countries of asylum, UNHCR and the international community as a whole to do everything possible to enable refugees to exercise freely their right to return home in safety and dignity;

UNHCR Action. UNHCR has continued its efforts to promote voluntary repatriation in conditions of safety and dignity. At the 4 April 1995 meeting of the Sub-Committee on Administrative and Financial Matters (SCAF), the Sub-Committee had before it a document entitled: Update on Voluntary Repatriation Movements (EC/1995/SC.2/CRP.12). This document set out the progress achieved in 1994, and the planning assumptions and constraints for 1995. UNHCR end of year statistics for 1994, show that some 2.03 million refugees voluntarily repatriated in the course of the year, 1.4 million of them being assisted by UNHCR. In 1994, the Office provided reintegration assistance to 2.9 million returnees, including a number who had returned in previous years. Major voluntary repatriations continued to take place during 1995. For instance, between January and August, some 170,000 Rwandan refugees returned (excluding 13,000 who were expelled from Zaire in August) as did some 161,000 Mozambicans and some 160,000 Afghans. In addition, some 60,000 refugees from Myanmar, who had found asylum in Bangladesh, were assisted to return during January-July 1995. Further details of UNHCR activities in the various regions, notably in respect of the pursuit of solutions, are summarized in Part II of

document A/AC.96/845 (Overview of UNHCR Activities) submitted to the forty-sixth session of the Executive Committee as well as in the final fascicles of Parts I, II and V of document A/AC.96/846 (UNHCR Activities Financed by Voluntary Funds), which deal with regional special programmes.

(z) Acknowledges the usefulness, in appropriate circumstances, of visits by representatives of the countries of origin to refugee camps in countries of asylum within the framework of information campaigns to promote voluntary repatriation, and requests UNHCR, in cooperation with the countries of asylum concerned, to facilitate such visits;

UNHCR Action.

Africa: In June 1995, Malian officials, including the Head of State, visited countries hosting Malian refugees to inform the refugees of conditions in Mali and to encourage their voluntary repatriation. In December 1994 and March 1995, Sudanese officials visited Sudanese refugee camps in the Central African Republic to promote voluntary repatriation. Angolan officials visited Angolan refugees in Congo in September 1995, and used a tripartite meeting for the repatriation of Angolan refugees (Lusaka, 18 to 20 July 1995) to visit the Maheba settlement for Angolan refugees. In June 1995, the Prime Ministers of Rwanda and Burundi visited the Magara camp in Burundi, and in August 1995 the Tripartite Committee visited seven camps.

Asia and Oceania: Regular visits during 1995 to Ban Napho camp in Thailand by officials of the Ministry for Foreign Affairs and Ministry of Labour and Social Welfare of the Lao People's Democratic Republic have taken place. They have familiarized the potential returnee caseload with conditions in the country of origin. In October 1994, a female Vietnamese Ministry of Interior Official visited the Sungei Besi camp in Malaysia to promote voluntary repatriation among single women.

Latin America: As part of tripartite commission (Guatemala - Mexico - UNHCR) activities are periodic exchanges of visit of governmental authorities of the two countries, which have facilitated the finalization of arrangements for voluntary repatriation of Guatemalans to specific locations under UNHCR auspices. Arrangements are also supported for representatives of the different refugee groups to make on-the-spot visits in their villages of destination.

(ee) Notes with concern the persistent problems of stateless persons in various regions and the emergence of new situations of statelessness, and, acknowledging the responsibilities already entrusted to the High Commissioner by the United Nations General Assembly with respect to the prevention of statelessness (General Assembly resolution 3274 (XXIX)), calls upon UNHCR to strengthen its efforts in this domain, including promoting accessions to the Convention relating to the Reduction of Statelessness and the Convention relating to the Status of Stateless Persons, training for UNHCR staff and government officials, and a systematic gathering of information on the dimension of the problem, and to keep the Executive Committee informed of these activities;

UNHCR Action. See: Note on UNHCR and Stateless Persons (EC/1995/SCP/CRP.2 and Corr.1) presented to the June 1995 meeting of SCIP; and Current UNHCR Activities on Behalf of Stateless Persons submitted to the October 1995 meeting of the same Sub-Committee (EC/1995/SCP/CRP.6). Together, these papers describe the background to UNHCR's activities in the field of statelessness and its current activities on behalf of stateless people.

(ff) Calls on the High Commissioner to ensure UNHCR's active participation in the 1995 World Conference on Women and its Regional Preparatory Conferences in order that the situation of refugee women remain high on the international agenda of women's issues;

UNHCR Action. See: Refugee Women: the Achievements and the Challenges (EC/SC.2/77), submitted to October 1995 SCAF, which reports on UNHCR participation at the Beijing Conference.

(gg) Urges UNHCR, in cooperation with Governments, other United Nations and international and non-governmental organizations, especially UNICEF and ICRC, to continue its efforts to give special attention to the needs of refugee children, ensuring, in particular, that arrangements are made for their immediate and long-term care, including health, nutrition and education, and, in the case of children who are separated from their families, for prompt registration, tracing and family reunion;

UNHCR Action. See: Implementation of UNHCR's Policy and Guidelines on Refugee Children (EC/SC.2/78) submitted to the October 1995 meeting of SCAF. The Secretary-General will also issue a report, prepared by UNHCR, to the 50th session of the General Assembly in response to General Assembly resolution 49/172. This outlines UNHCR and UNICEF initiatives on behalf of unaccompanied refugee minors.

(jj) Recognizes the importance of ensuring access to current and reliable information on involuntary displacements in the interests of promoting solutions at all levels of the refugee situation and reaffirms support for the High Commissioner's continuing effort in this regard to develop an information policy and databases capable of addressing new challenges with relevant information sources;

UNHCR Action. UNHCR is continuing to develop databases related to its sphere of competence, now collectively known as REFworld. Those dealing with country information are particularly relevant for both the promotion of solutions and the development of an early warning capacity. These databases were made available to the public in early 1995 over the Internet and will be available in late 1995 on CD-ROM, allowing for their widest possible dissemination. The collection of information relating to actual and potential situations of displacement has been a particularly important part of the preparatory process for the regional conference on the CIS and neighbouring States planned for early 1996 (see A/AC.96/855, Information Note on the CIS Conference Process, submitted to the forty-sixth session of the Executive Committee).

(kk) Notes with satisfaction UNHCR's activities with regard to the promotion and dissemination of refugee law and protection principles and calls upon the High Commissioner to continue to expand and strengthen the Office's promotion and training activities, with the active support of States and through increased cooperation with human rights organizations, academic institutions, including the International Institute of Humanitarian Law (San Remo), and other relevant organizations within and outside the United Nations system;

UNHCR Action. See: Information Note on UNHCR's Activities for Refugee Law Promotion, Dissemination and Training (EC/SCP/91) presented to October 1995 meeting of SCIP.

(ll) Welcomes the High Commissioner's growing cooperation with the High Commissioner for Human Rights and her continued cooperation with the Centre for Human Rights and calls on UNHCR to continue its active involvement and cooperation with the Commission on Human Rights;

UNHCR Action. The Office has continued to enhance its cooperation with the United Nations treaty bodies and other human rights mechanisms (see Report of the United Nations High Commissioner for Refugees (E/1995/52) paras 33-37, submitted to the substantive session of ECOSOC in 1995).

(mm) Recognizes the continuing usefulness of inter-sessional meetings of the Sub-Committee of the Whole on International Protection and requests the High Commissioner to convene at least one such meeting to consider current protection issues and to report on progress in the deliberations of the Committee at its forty-sixth session.

UNHCR Action. Such a meeting was held on 1 June 1995; the draft report of that meeting is contained in EC/1995/SCP/CRP.4, presented to the October 1995 meeting of SCIP for adoption.

Para. 20: Internally Displaced Persons

(k) Encourages the High Commissioner to continue the efforts of her Office to put into action its internal criteria and guidelines for UNHCR involvement in situations of internal displacement, as an important contribution towards a more concerted response by the international community to the needs of the internally displaced;

(o) Calls on UNHCR to continue its close cooperation with the Representative of the Secretary-General in the fulfilment of his mandate;

(q) Calls for the strengthening of efforts in the training and dissemination of international human rights law and international humanitarian law and for the joint promotion, by organizations and agencies concerned, of the implementation of these international standards;

(s) Encourages UNHCR to continue its efforts, under the leadership of the Emergency Relief Coordinator, and in cooperation with other agencies concerned, to reinforce and structure coordination through existing interagency mechanisms, notably the Interagency Standing Committee, in order to improve the response by the international community to the plight of the internally displaced, and stresses the importance in this connection of strengthening mechanisms for the sharing of information;

UNHCR Action. Of the 27.4 million persons of concern to UNHCR at the end of 1994, some 5.4 million were internally displaced. Of these, the majority were in Europe (50 per cent), notably in the former Yugoslavia and the Caucasus, and Africa (37 per cent). The double issue of UNHCR's Refugee Survey Quarterly for Spring/Summer 1995 (Vol. 14, Nos. 1 and 2) focused on internally displaced persons; it brought together the latest documents, at the time of publication, relating to the internally displaced and the international community's responses to their plight. The Division of International Protection has continued to cooperate closely with the Representative of the Secretary-General and his team in the compilation and analysis of international law standards relevant to the protection needs of IDPs, including those provisions of refugee law deemed to be applicable by analogy. UNHCR has participated actively in the work of the Inter-agency Task Force on IDPs, and used this channel to feed relevant information to the Emergency Relief Coordinator, designated by the Inter-Agency Standing Committee as "reference point" within the United Nations system for the receipt and processing of such information.

Para. 21: Recommendations of the OAU/UNHCR Commemorative Symposium on Refugees and Forced Population Displacements in Africa

(e) Requests the High Commissioner, in close collaboration with the relevant States and intergovernmental and non-governmental organizations, most particularly the Organization of African Unity, to disseminate the recommendations widely, promote as necessary their implementation, and keep the Executive Committee informed of progress in this regard.

UNHCR Action. See: Information Note on Follow-up to the OAU/UNHCR Symposium on Refugees and Forced Population Displacements in Africa (EC/1995/SCP/CRP.5) submitted to the October 1995 meeting of SCIP.

Para. 22: Recommendations of the Working Group: Refugee Women

(a) Commends the initiatives taken by the High Commissioner and, emphasizing staff accountability, encourages further efforts to ensure that the Policy on Refugee Women is actively applied in programme implementation;

(b) Urges the High Commissioner to undertake initiatives for refugee women in the areas of leadership and skills training, legal awareness, and education; and in particular in the area of reproductive health, with full respect for the various religious and ethical values and cultural backgrounds of the refugees, in conformity with universally recognized international human rights and the UNHCR Guidelines on the Protection of Refugee Women;

(c) Requests the High Commissioner to establish closer linkages with international organizations, including the International Committee of the Red Cross, to address issues related to women victims of armed conflict;

(g) Requests the High Commissioner to provide a report at the forty-sixth session of the Executive Committee on the implementation of the Working Group's recommendations relating to refugee women, and UNHCR activities for the World Conference on Women.

UNHCR Action. An overview of progress achieved is contained in *Refugee Women: the Achievements and the Challenges* (EC/SC.2/77) presented to the October 1995 meeting of SCAF. Also of relevance is the Information Note on UNHCR's Guidelines on Preventing and Responding to Sexual Violence which was presented to the June 1995 meeting of SCIP. The Division of International Protection has recently completed a draft of a UNHCR Guide To Women's Rights Awareness Training. This will be finalized over the next four months, following further consultations, including with the field. It is hoped that a pilot project will be established in early 1996.

(d) Requests the High Commissioner to undertake a result-based evaluation of the Women Victims of Violence project in Kenya and to present the evaluation report to the Sub-Committee on Administrative and Financial Matters;

UNHCR Action. See: *UNHCR Women Victims of Violence Project in Kenya: An Evaluation Summary* (EC/1995/SC.2/CRP.22) presented to the June 1995 meeting of SCAF. A detailed internal report on the evaluation of the Women Victims of Violence Project has also been completed by the Inspection and Evaluation Service.

(f) Requests the High Commissioner to report on the representation by level and distribution of female protection and field staff at a 1995 meeting of the Sub-Committee on Administrative and Financial Matters;

UNHCR Action. See: *Report on the Deployment of Female Protection and Field Staff* (EC/1995/SC.2/CRP.11) presented to the June 1995 meeting of SCAF.

Para. 23: Conclusion on Refugee Children

(a) Urges UNHCR, in cooperation with Governments, other United Nations bodies, and intergovernmental and non-governmental organizations, to continue and intensify efforts to respond to the needs of refugee children, particularly unaccompanied children;

(b) Supports efforts to enhance the implementation of the Guidelines on Refugee Children, in particular, the integration of refugee children's issues into the training of UNHCR staff as well as their implementing partners, and the creation of a Regional Support Unit for Refugee Children;

(c) Reaffirms the calls made in Decision 33 (d) (1992) (A/AC.96/804) for the basic education needs of refugee children to be better addressed, and requests the High Commissioner to continue her efforts to give higher priority to the education

of all refugee children, ensuring equal access for girls, giving due regard to the curriculum of the country of origin;

(d) Urges UNHCR to identify educational requirements in the early stages of an emergency so that prompt attention may be given to such needs;

(f) Encourages UNHCR, in collaboration with the World Food Programme, to intensify its efforts to prevent gaps in the timely provision of balanced food, which seriously affect the nutritional status of vulnerable groups, especially children;

(i) Requests that a progress report on the implementation of the UNHCR Policy on Refugee Children and of the related Guidelines be presented to its forty-sixth session.

UNHCR Action. See: Implementation of UNHCR's Policy and Guidelines on Refugee Children (EC/SC.2/78) presented to the October 1995 meeting of SCAF. Also of relevance is the forthcoming report of the Secretary-General on General Assembly resolution 49/172 which outlines UNHCR and UNICEF activities on behalf of refugee unaccompanied minors. See also: Refugee Health (EC/1995/SC.2/CRP.29). UNHCR and WFP are working together to ensure that the nutritional needs of children are better met and, more generally, to distribute food and other supplies directly to refugee women whenever possible.

Para. 24: General Decision on Programme, Administrative and Financial Matters

(d) Calls on UNHCR to present to an early session in 1995 of the Sub-Committee on Administrative and Financial Matters an update on 1995 programme needs which takes into account especially developments in refugee situations and additional initiatives which need to be taken to give effect to programmatic priorities adopted by the Executive Committee;

UNHCR Action. See: Overall Programme and Funding Projections for 1994 and 1995 and Revised 1995 General Programmes Target (EC/1995/SC.2/CRP.6) presented to the January 1995 meeting of SCAF.

(e) Authorizes the High Commissioner to effect such adjustments in projects, country or area programmes, and the Headquarters and Other Programmes, as may be required by changes affecting the refugee or returnee programmes for which they were planned, using the General Programmes Reserve where necessary, and to report such adjustments to the Executive Committee at its forty-sixth session;

UNHCR Action. See: Overview of UNHCR Activities Part I: Consolidated Programmatic, Budgetary and Financial Information (A/AC.96/845, Part I), and Update on Programmes and Funding (A/AC.96/845, Part I/Add.1) submitted to the forty-sixth session of the Executive Committee.

(h) Requests UNHCR to undertake a lessons learnt exercise which includes the convening of an informal consultation on the response, both in Headquarters and in the field, to the Rwanda emergency; this exercise, led by UNHCR, should involve

relevant United Nations agencies and departments, Governments and implementing agencies, and should address, inter alia, the issues set out in paragraphs 38 and 86 of document A/AC.96/838;

UNHCR Action. UNHCR has actively participated in the joint evaluation sponsored by OECD/DAC while undertaking its own lessons learnt process and pursuing consultations on government service packages. See: Rwanda Emergency: Evaluation and Lessons Learnt (EC/1995/SC.2/CRP.3) presented to the January 1995 meeting of SCAF; Lessons Learnt from the Rwanda Emergency (EC/1995/SC.2/CRP.21/Rev.1) submitted to the June 1995 meeting of SCAF; and UNHCR's Inspection and Evaluation Activities (A/AC.96/852) submitted to the forty-sixth session of the Executive Committee. A comprehensive, action-oriented internal report is currently under preparation by the Inspection and Evaluation Service.

(i) Requests the Office of the High Commissioner to examine, in close collaboration with the members of the Executive Committee, the relationship between the current budget structure of General Programme budgets and Special Programme budgets, and the recognized need for improved transparency, efficiency, flexibility and accurate targeting in programme implementation as well as enhanced oversight, financial planning and effective fund raising and to report to the Sub-Committee on Administrative and Financial Matters at an early date;

UNHCR Action. A process of informal consultations led to the adoption at the June 1995 meeting of the Sub-Committee on Administrative and Financial Matters of a series of conclusions on budget structure and governance; these will be presented to the forty-sixth session of the Executive Committee for endorsement. See: Informal Consultations on Budgetary Questions: Conclusions and Related Documentation (EC/SC.2/75)

(j) Requests the Office of the High Commissioner to continue to improve its programme management practices, particularly with respect to the procedures governing its relationship with its implementing partners;

UNHCR Action. See: UNHCR and its Implementing Partners (EC/1995/SC.2/CRP.27) submitted to October 1995 meeting of SCAF.

(k) Calls on UNHCR representatives to follow carefully the Guidelines determined for the preparation and establishment of country/area programme submissions, which should reflect consultations with host Governments and other relevant authorities as well as implementing partners, so that the High Commissioner has available to her a clear presentation of the Office's priorities for a given country/area, given the extent of refugee/returnee needs in that country/area;

UNHCR Action. UNHCR Representatives, when preparing Country Operations Plans, are urged to organize strategic planning exercises with all concerned parties to establish objectives, parameters and priorities for the given country/region and develop a comprehensive plan for implementation. In addition, UNHCR is providing enhanced support to the field through programme management training workshops and missions. These emphasize team-building, programme planning and development, as well as coordination, monitoring and control.

Para. 25: Conclusion on Refugees and the Environment

(b) Requests the High Commissioner to formulate and promote refugee-related environmental projects in collaboration with host Governments, donors, international and national non-governmental organizations, other organizations, and with the refugees themselves, so as to mitigate the adverse impact on the environment of host countries;

(c) Asks the High Commissioner to keep under review the financial implications of the interim guidelines and report on the elaboration of definitive guidelines, and on activities carried out in the field.

UNHCR Action. In December 1994, UNHCR decided to establish a short-term working group to address the issues raised. A Working Group on Environment and Refugee-Affected Area Concerns was formed. Its report was finalized on 7 July 1995. The Progress Report on Refugees and the Environment (EC/SC.2/79 and Add. 1) submitted to the October 1995 meeting of SCAF is based on the Working Group's findings.

Para. 26: Conclusion on the Continuum from Relief to Rehabilitation and Development

(a) Encourages the High Commissioner to proceed with the implementation of the Policy and Methodological Framework for quick impact projects (QIPs) and to pursue the development of assistance strategies, operational mechanisms and collaborative arrangements which will enhance the capacity of the Office to support voluntary repatriation and a sustainable reintegration of the returnees in their countries;

(b) Requests the High Commissioner to promote a smooth, mutually supportive interface between humanitarian assistance and development programmes through inter-agency cooperation, including multilateral, bilateral and non-governmental actors at the level of the country of origin;

(c) Calls on the High Commissioner to support the preparation of, and to participate actively in, the discussion on humanitarian assistance activities, particularly at the session of the Economic and Social Council (ECOSOC) in 1995, with a view to promoting an improved complementarity of roles and responsibilities in finding comprehensive solutions to complex emergencies within the United Nations System;

UNHCR Action. UNHCR has sought to ensure that its activities, especially in complex humanitarian emergencies, are coordinated with other departments and agencies and has pursued discussions, notably with DHA and UNDP, on how institutional gaps can be bridged so as to ensure a meaningful continuum of relief and development. As part of these efforts, DHA and UNDP were invited to participate in SCAF's deliberation on assistance policies and strategies for the promotion of durable solutions, particularly sustainable reintegration, at its meeting on 16 January 1995. UNHCR also contributed actively in the preparation of the report of the Department of Humanitarian Affairs to the 1995 substantive session of ECOSOC. (EC/1995/SC.2/CRP.4 and EC/SC.2/72, paras. 24-28 refer)

(d) Requests the High Commissioner to report on progress on matters pertaining to assistance policies and strategies for the promotion of durable solutions to the Sub-Committee on Administrative and Financial Matters.

UNHCR Action. See: Assistance Policies and Strategies for the Promotion of Durable Solutions: Achieving Sustainable Reintegration (EC/SC.2/1995/CRP.4) presented to January 1995 SCAF. Operational strategies for reintegration assistance and inter-agency cooperation to link UNHCR's activities closer to sustainable development policies and programmes have been established for a number of countries, notably Afghanistan, Eritrea, Guatemala, Mozambique and Myanmar. Field-based inter-agency cooperation has been pursued particularly with UNDP and UNICEF. An inter-agency framework for a smooth phasing-out of UNHCR's reintegration activities in Mozambique has been launched.

A joint UNHCR/UNDP review of their cooperation in Central America during the CIREFCA process has been completed and is used in the formulation of continued collaborative ventures of a complementary nature. UNHCR has participated in the inter-agency discussions on post-conflict reconstruction and the translation into practice of a closer linkage between humanitarian, rehabilitation and development activities and approaches.

Para. 27: Conclusion on UNHCR's Career Management System

(b) Urges UNHCR to integrate the project with other key UNHCR initiatives to improve program delivery and to take steps to involve Executive Committee members together with staff and their representatives and members of UNHCR management;

(c) Urges the High Commissioner to ensure continuation of strong support and involvement of senior management and direct dialogue between all participants;

(d) Requests the High Commissioner to keep the Executive Committee members fully informed of project progress through a presentation to the Sub-Committee on Administrative and Financial Matters early in 1995, and by continuing to encourage members to put forth their ideas and make available the experience gained by their national institutions in implementing similar projects.

UNHCR Action. See: UNHCR's Career Management System Project (EC/1995/SC.2/CRP.8) presented to June SCAF; Progress Report on UNHCR's Career Management System (EC/1995/SC.2/CRP.26) submitted to the October SCAF.

Para. 29: Conclusion on the Situation of Refugees, Returnees and Displaced Persons in Africa

(c) Calls upon the High Commissioner, in concert with States, other parties, the United Nations system, regional organizations and non-governmental organizations, to address the root causes of displacements in order to attain durable solutions for the refugee problem and to avert refugee outflows through early warning mechanisms and action in a timely manner through bilateral and multilateral preventive diplomacy; welcomes in this respect the role played by OAU's mechanism for conflict prevention, management and resolution;

UNHCR Action. For a summary of UNHCR activities in Africa, notably efforts towards durable solutions, see Overview of UNHCR Activities, Part II, Chapter 1 (Africa) (A/AC.96/845/Part II) submitted to the forty-sixth session of the Executive Committee. Increased collaboration with the Organization of African Unity is briefly outlined in the Information Note on Follow-up to the Recommendations of the OAU/UNHCR Symposium on Refugees and Forced Population Displacements in Africa (EC/1995/SCP/CRP.5).

(d) Requests UNHCR in close cooperation with the Organization of African Unity to explore the feasibility of convening regional and sub-regional conferences to address the growing problems of African refugees and develop comprehensive plans of action for humanitarian assistance and appropriate durable solutions;

UNHCR Action. A joint UNHCR-OAU Regional Conference on Assistance to Refugees, Returnees and Displaced Persons in the Great Lakes Region was held in Bujumbura, Burundi, from 12 through 17 February 1995. The Plan of Action adopted by the Conference has been developed by UNHCR into a concrete "workplan" to facilitate voluntary repatriation as well as to support the voluntary and safe return home of internally displaced persons.

(g) Welcomes the prospects for voluntary repatriation and durable solutions across the continent and expresses appreciation to the High Commissioner and other parties for their ongoing successful efforts to promote and facilitate the voluntary repatriation and reintegration of Mozambican refugees;

(h) Urges the High Commissioner to continue these exemplary initiatives, as appropriate;

UNHCR Action. For a summary of UNHCR's solution-oriented activities in Africa, see Overview of UNHCR Activities, Part II, Chapter 1 (Africa) (A/AC.96/845/Part II) submitted to the forty-sixth session of the Executive Committee and A/AC.96/846/Part I/28, Regional Special Programmes, which provides additional details of major repatriation programmes.

(q) Calls upon the High Commissioner to continue to provide assistance in a timely and effective manner for Burundi returnees and Rwandese refugees in Burundi in order to avoid the creation of additional problems to an already fragile situation;

UNHCR Action. An account of UNHCR activities in Burundi is given in A/AC.96/846/Part I/3 (Burundi) submitted to the forty-sixth session of the Executive Committee.

(t) In this regard expresses concern over the long stay of refugees in certain African countries and calls upon the High Commissioner to intensify efforts to find durable solutions for these populations;

UNHCR Action. For a summary of UNHCR's solution-oriented activities in Africa, see Overview of UNHCR Activities, Part II, Chapter 1 (Africa) (A.AC.96/845/Part II) submitted to the forty-sixth session of the Executive Committee and A/AC.96/846/Part I/28, Regional Special Programmes, which provides additional details of major repatriation programmes.

(u) Requests the High Commissioner to review her General Programmes in Africa, taking into account the increasing requirements in that region.

UNHCR Action. See: Overall Programme and Funding Projections for 1994 and 1995 and Revised 1995 General Programmes Target (EC/1995/SC.2/CRP.6, para. 9) presented to the January 1995 meeting of SCAF.

Para. 30: Conclusion on the International Conference on Central American Refugees

(g) Urges UNHCR to continue the broad dissemination, in Latin America and elsewhere, where appropriate, of the norms and principles of international protection implemented within the framework of CIREFCA, as well as the humanitarian practices deriving from the implementation of the CIREFCA Plan of Action in the field of international protection;

UNHCR Action. An international colloquium was held in San José in December 1994 to commemorate the tenth anniversary of the Cartagena Declaration. The symposium, which was organized by UNHCR and the Interamerican Institute of Human Rights under the auspices of the Government of Costa Rica, adopted the San José Declaration on Refugees and Displaced Persons. This document addresses the key issue of harmonizing legal criteria and procedures to consolidate the durable solutions of voluntary repatriation and local integration in Central America, Mexico and Belize and continuing the voluntary repatriation of Guatemalan refugees from Mexico. In addition to the evaluations conducted to draw lessons from the CIREFCA process, internally by UNHCR and externally by interested parties, UNHCR and UNDP completed, in May 1995, a joint evaluation of the opportunity and challenge for inter-agency cooperation in CIREFCA. The report is being widely shared and innovative features being studied for possible replication elsewhere.

Para. 31: Conclusion on the Comprehensive Plan of Action for Indo-Chinese Refugees

(b) Urges all Parties concerned to continue to reinforce efforts for the return and reintegration of Lao refugees and asylum-seekers from Thailand and neighbouring countries as well as international development agencies and non-governmental organizations to increase the capacity of the LPDR to absorb a higher number of returnees;

(d) Calls for the convening of a formal meeting of the Steering Committee of the CPA in early 1995, preceded by a preparatory meeting, to complement the progress made so far by ensuring that remaining issues should be addressed, and to examine other modalities acceptable under international practices, for the return of screened-out Vietnamese from camps in the region as may be needed and as foreseen under the CPA;

UNHCR Action. See: A/AC/96/846/Part II/10 (Regional Special Programmes) and A/AC.96/845/Part II, paras 46-49) submitted to the forty-sixth session of the Executive Committee. The sixth Steering Committee of the International Conference on Indo-Chinese Refugees was held on 16 March 1995. The Eighth Tripartite Meeting (LPDR - Thailand - UNHCR) will take place in the Lao People's Democratic Republic towards the end of 1995. Over 60 villages which are willing to absorb small groups of returnees have been identified. Thanks to these efforts, the capacity of the Lao People's Democratic Republic should now be sufficient to absorb all remaining refugees and asylum-seekers still in Thailand.

Para. 32: Conclusion on Repatriation to Afghanistan

(c) Requests the High Commissioner to review the general programme for the care and maintenance of the Afghan refugees taking into account increasing requirements of the world's largest caseload of refugees;

UNHCR Action. See, Overall Programme and Funding Projections for 1994 and 1995 and Revised 1995 General Programmes Target (EC/1995/SC.2/CRP.6) submitted to the January meeting of SCAF, which contained an increase in the General Programmes allocation for Afghan refugees in the Islamic Republic of Iran.

(d) Invites the High Commissioner, in support of the efforts of the United Nations' Special Mission for Afghanistan and other humanitarian and development agencies, to intensify the activities of her Office in the safe areas of Afghanistan so as to create conditions conducive for the return of refugees and displaced persons to their places of origin.

UNHCR Action. UNHCR, as of 1995, is pursuing a policy of intensifying activities in the safe areas within Afghanistan to create conditions conducive to return to places of origin of the refugees and displaced persons. This involves the implementation of quick impact projects (QIPs) in areas of return, and the strengthening of UNHCR's presence in the country. See: A/AC.96/846/Part V/13, submitted to the forty-sixth session of the Executive Committee.

Para. 34: Conclusion on the Commonwealth of Independent States and Baltic States

(b) Welcomes in this regard the initiative launched by the High Commissioner to engage in a process with Governments and all relevant intergovernmental and non-governmental organizations and bilateral agencies to promote and develop a concerted and comprehensive strategy to address problems of refugees, returnees, displaced persons and forced migrants in the Commonwealth of Independent States and the Baltic States;

(c) Supports the High Commissioner's consultations in that process which could lead to a regional conference under UNHCR auspices which would bring together all countries of the region, other countries with an interest in the matter, as well as bilateral agencies and international organizations, in particular, the International Organization for Migration.

UNHCR Action. See: Information Note on the CIS Conference Process (A/AC.96/855) submitted to the forty-sixth session of the Executive Committee.

Para. 35: Conclusion on PARinAC

(d) Encourages NGOs, Governments and UNHCR to identify areas of the Plan of Action where they can cooperate to implement particular recommendations;

(e) Requests the High Commissioner to report to the Executive Committee at its forty-sixth session on the follow-up to the PARinAC process and to keep the Sub-Committee of the Whole on International Protection and the Sub-Committee on Administrative and Financial Matters, as appropriate, informed about progress made.

UNHCR Action. See: Report on PARinAC (EC/1995/SC.2/CRP.20) presented to the June 1995 meeting of SCAF.



General Assembly

Distr.
GENERAL

A/AC.96/852
11 September 1995

Original: ENGLISH

EXECUTIVE COMMITTEE OF THE
HIGH COMMISSIONER'S PROGRAMME

Forty-sixth session

UNHCR's INSPECTION AND EVALUATION ACTIVITIES

(submitted by the High Commissioner)

I. INTRODUCTION

1. Since the forty-fifth session of the Executive Committee in October 1994, the evaluation function in UNHCR has undergone important changes. The creation of a post of Director, Inspection and Evaluation Service (the Inspector), was approved by the Executive Committee during that session (A/AC.96/839, para.24 (m)). This change, first proposed at the 19 May 1993 meeting of the Sub-Committee on Administrative and Financial Matters (EC/1993/SC.2/CRP.9), was to "provide the High Commissioner with an additional management tool which is flexible, independent, and directly responsible to her." The Inspection and Evaluation Service became operational in March 1995.

2. The newly formed service has undertaken three inspection exercises, in Nepal, Cameroon and Nigeria, during late spring and summer 1995. Four additional inspection exercises are planned in 1995. As for the recently completed exercises, they will address both policy and programme issues and UNHCR's performance and accountability.

3. While the consolidation of the evaluation and inspection functions is likely to result in a shift of emphasis towards field operations reviews in future work programmes, evaluation activities have continued as planned during the 1994-1995 period. Studies completed during that period have included a comprehensive review of UNHCR resettlement policy and practice, and an analysis of the

cross-mandate approach in Ethiopia. A global assessment of the Office's policy and practice regarding urban refugees has also been initiated. In addition, evaluation staff have conducted operational reviews of UNHCR's activities in Tajikistan, in the southern Caucasus, and in Somalia in the context of the cross-border operation launched from Kenya. An evaluation of the Mozambique repatriation operation is currently being finalized.

4. Progress on two additional evaluation exercises requested by the Executive Committee during its forty-fifth session was reported at the June meeting of the Sub-Committee on Administrative and Financial Matters. In so doing, UNHCR presented to the Sub-Committee a conference room paper on the "lessons learnt" from the Rwanda emergency. The Office also produced a summary evaluation of the Women Victims of Violence project in Kenya. A detailed project review is under completion.

II. THE INSPECTION AND EVALUATION SERVICE

5. The Inspection and Evaluation Service is organized along the lines of the proposal the High Commissioner presented to the Sub-Committee on Administrative and Financial Matters in September 1994 (EC/SC.2/70 and Corr.1). The Service is located in the Executive Office, and is headed by a D-2 level Director (the Inspector) who reports directly to the High Commissioner. It is staffed by one Principal Officer, three Senior Officers and three General Service personnel.

6. As stated in the proposal, the Inspection and Evaluation Service is to undertake "rigorous and comprehensive reviews of UNHCR's operational activities and their impact in given countries and regions, focusing particularly on those factors, both internal and external to the organization, deemed essential to the effective and efficient achievement of organizational objectives." The Inspector will also review issues that had not been previously systematically addressed, such as the overall quality of UNHCR's representation, the living and working environment of UNHCR personnel, and, in particular, staff morale and security. While focusing primarily on operations, the Service may also review entities at Headquarters to assess their effectiveness in providing support to the field. In addition, the Service continues to undertake the type of 'lessons learnt' studies, sectoral reviews and specific activity assessments previously undertaken by the Central Evaluation Section. Upon receiving report from the Inspector, the High Commissioner determines the distribution of the observations and recommendations and the follow-up actions required. An annual summary report of the Inspector's work is to be presented to the regular session of the Executive Committee by the High Commissioner.

7. A first review undertaken by the Inspector in Nepal, was prompted by the absence of foreseeable durable solutions for the refugees in that country. The inspection examined programme and policy issues as well as UNHCR's performance in such crucial areas as resources management and quality of representation. In Cameroon, the mission reviewed the prospects for the establishment of refugee legislation as well as potential durable solutions for different refugee groups. In

addition, it examined the office's administration and the living conditions of UNHCR staff. In Nigeria, the mission assessed the protection role of UNHCR and prospects for durable solutions. Management and staffing of the office, as well as security and living conditions were also reviewed.

III. COMPLETED EVALUATIONS

A. Resettlement policy and practice

8. Generous policies, especially in the 1970s and early 1980s with large-scale Indo-Chinese resettlement, have led to "compassion fatigue" amongst the resettlement countries. Economic recession, large flows of asylum-seekers and growing xenophobia have contributed to reinforcing the international community's preference for the voluntary repatriation of refugees. A review of resettlement policy and practice provided an in-depth appraisal of UNHCR's resettlement efforts and included a comprehensive set of recommendations.

9. The evaluation report concluded that, despite decreasing needs, resettlement has remained an important durable solution. Current demands require more rapid and detailed responses, and are more difficult to fulfil with the limited resources now available within UNHCR for such activities. Shifting away from the processing of large homogeneous caseloads has made resettlement work less routine while requiring careful, labour-intensive, case-by-case assessments. UNHCR's operational capacity for resettlement will, therefore, require substantial strengthening to adequately meet new challenges.

10. In the course of the review, the evaluation team also noted that most resettlement countries give considerable importance to the resettlement of refugees. Concerned Governments are eager to engage in regular consultations with the Office and are looking increasingly for UNHCR to lead the way in identifying refugees in need of resettlement.

11. On the issue of UNHCR's role in resettlement countries, the report recognized the importance of promoting the Office's resettlement priorities. It suggested that UNHCR develop a framework for integrating fund-raising and public information strategies with resettlement activities in major resettlement countries. UNHCR should also increase cooperation and information-sharing with non-governmental organizations (NGOs), and refugee and ethnic associations. In addition, the evaluation recommended that the Office work closely with Governments to design proper mechanisms for accelerating the acceptance of cases identified by UNHCR.

12. The main conclusions of the report have been presented by UNHCR to the Governments and NGOs of the major resettlement countries.

B. The cross-mandate approach in Ethiopia

13. Faced with a complex humanitarian crisis in Ethiopia in 1991-1992, UNHCR has articulated and become the principal advocate of an innovative strategy for aiding refugees and returnees labelled the "cross-mandate approach". Following extensive inter-organizational consultations, the approach has become the stated

policy and programme framework for displacement emergencies within Ethiopia. The review undertaken in 1994 was intended to identify and analyse the main components of the cross-mandate approach. The report examined how its guiding principles have influenced the planning and the implementation of assistance programmes in an operational environment characterized by the diversity and interrelation of the populations' needs.

14. The evaluation concluded that the pragmatic course of action that developed into the cross-mandate approach has enabled UNHCR to maximize the use of limited resources to achieve greater equity of assistance to mixed beneficiary populations. It also reduced the dependency of the displaced and refugees on camp-based services, and has encouraged communities to organize themselves to benefit from self-help and development activities. With regard to cooperation, the review noted that all parties involved have deployed considerable efforts to show operational flexibility. Regular field consultations have involved United Nations agencies, NGOs and government structures.

15. The report demonstrated that, rather than a specific programme, the cross-mandate approach is a framework for action based on four central notions. First, assistance to the displaced should be a collaborative inter-organizational effort drawing on pooled resources and expertise. Second, assistance should address root causes rather than merely meet relief needs. Third, aid should be provided on the basis of need rather than on the categorization of recipients. Fourth, assistance should be provided in communities through community structures rather than as individual packages in relief camps.

C. The Kenya-Somalia cross-border operation

16. The cross-border operation from Kenya into Somalia has been widely regarded as one of the more innovative programmes recently undertaken by UNHCR. Planned in spring 1992, the operation aimed at stabilizing the Somali communities in their country to curtail the refugee influx to Kenya. UNHCR planners also hoped to prevent further influxes and to establish in Somalia conditions conducive to the voluntary repatriation of refugees. An evaluation of the cross-border operation was completed in the last quarter of 1994, analysing its impact and effectiveness and drawing lessons applicable to such operations in the future.

17. The review concluded that the operation succeeded in quickly stemming the flow of refugees from the Somali region of Gedo into Kenya. It also achieved its prevention objectives and brought relative stability to the region. Less than two years after the beginning of the operation, most of the refugees who had crossed into north-eastern Kenya had returned to Somalia.

18. Furthermore, the impact of UNHCR's cross-border activities on Somali communities has been immediate. The choice of quick impact projects (QIPs) as rehabilitation tools has allowed the operation's planners to act with speed and flexibility. While the rehabilitation effects of the programme were not instantly perceptible, QIPs have quickly attracted the attention of Somali populations, whether refugees, displaced persons or residents, and prompted the spontaneous return of many of the uprooted.

19. With regard to the future of the cross-border operation, the report pointed out that while a strategy based on QIPs may have been successful in promoting repatriation to the predominantly rural Gedo Region, economic, social and security conditions in the coastal areas remain different and may call for a different approach.

D. UNHCR activities in Tajikistan

20. UNHCR's activities in Tajikistan have generated widespread interest and discussion within the Office. Much of the interest is due to the extent to which the operation encapsulates the main operational approaches UNHCR is striving to adopt in its activities throughout the world. Furthermore, the former Soviet Union is a new and important area to UNHCR. The review completed during summer 1994 proposed to analyse the innovative approaches followed in Tajikistan as well as to assess their effectiveness and impact.

21. The evaluation noted that one of the most progressive elements of the operation was UNHCR's contribution to stability and security in Tajikistan. This has been achieved through a combination of presence, mediation and traditional protection activities. The provision of material assistance in the form of an important shelter programme enabled UNHCR to increase substantially its influence and facilitate its action.

22. The review also concluded, however, that one major weakness of the international community in Tajikistan has been the United Nations' inability to develop an integrated operational response. As a consequence, UNHCR has been compelled to assume a much larger share of the operation than originally planned. The report observed that the absence of an integrated response has prevented UNHCR from preparing the transition from relief to development which would have allowed for a timely downscaling of its involvement. The report recommended that UNHCR step up efforts to identify a sustainable alternative to its presence and commence a gradual scale-down of the operation.

23. Following the evaluation, consultations with non-governmental as well as with multilateral organizations were expanded. UNHCR was able to hand over some of its activities, in particular human rights monitoring, which will be now assumed by the Organization for Security and Cooperation in Europe (OSCE), and mediation with local authorities, which is to be assumed by the United Nations Military Observers in Tajikistan (UNMOT).

E. UNHCR activities in the Caucasus

24. In the course of the past three years, UNHCR has become strongly involved in assisting uprooted populations in Armenia, Azerbaijan and in Georgia. The resumption, after the disintegration of the Soviet Union, of dormant ethnic strife, has resulted in the forced displacement within the region of more than 1.3 million persons. Upon requests from the international community, UNHCR has provided relief in various forms to more than one million persons. Faced with strategic questions, the Office has requested a review of UNHCR activities in the Caucasus to identify future policy options. The review was conducted at the beginning of 1995.

25. The review concluded that UNHCR's relief activities have produced a significant impact on the welfare of the uprooted populations, whether refugees or internally displaced persons, in all three countries of the region. In addition, UNHCR programmes have undoubtedly contributed to the stabilization of the displaced in areas where local integration could be envisaged. Secondary flows that could have further threatened the fragile social fabric of these new States have also been prevented. Considering the improvements achieved in the three countries, the review noted the need for a change of emphasis from emergency relief to rehabilitation and pre-development activities.

26. The evaluation suggested that, in view of questions surrounding the legal status of the uprooted populations in the Caucasus, the Office should engage cautiously and selectively in General Programme activities. The review pointed out that UNHCR should actively seek the involvement of other agencies in rehabilitation activities, but noted the lack of readily available partners.

27. The review concluded that, in addition to direct assistance activities, a longer-term UNHCR strategy in the region could aim at developing contingency planning with the region's Governments as well as at promoting institution-building and technical preparedness. The evaluation also noted the cautious response of the international community to the consolidated appeals launched by the Department of Humanitarian Affairs.

IV. SPECIAL ASSIGNMENTS

28. At the 16 January 1995 meeting of the Sub-Committee on Administrative and Financial Matters, a proposal was endorsed formally that UNHCR should, inter alia, conduct an internal "lessons learnt" exercise on the Rwanda emergency operation, as well as a study by the Central Evaluation Section of recurring lessons from recent emergencies which would take into account the findings of the Rwanda exercise. On 20 June, UNHCR reported to the Sub-Committee on Administrative and Financial Matters that the exercise had been undertaken by the Inspection and Evaluation Service. A summary of the lessons learnt from the Rwanda emergency was presented in document EC/1995/SC.2/CRP.21. The comprehensive workshop, postponed since earlier in the year, has not taken place in view of continuing instability in the Great Lakes Region which has made it impossible to withdraw all key staff at the same time. In order, however, to ensure prompt application of lessons learnt from the Rwanda Emergency a comprehensive, action-oriented internal report is currently under preparation.

29. In the formulation of its Conclusions on Refugee Women and Refugee Children, the Executive Committee endorsed a request from the Sub-Committee on Administrative and Financial Matters to undertake a results-based evaluation of the Women Victims of Violence project in Kenya (A/AC.96/839, para.22 (d)). A summary report was presented to the Sub-Committee on Administrative and Financial Matters in June 1995 (EC/1995/SC.2/CRP.22). The review concluded that the Women Victims of Violence project in Kenya "has shown UNHCR's capacity to give the required attention

to the protection and assistance needs of refugee women". The project has also illustrated the overall positive effects of gender-sensitive work on refugee populations and has demonstrated the practical relevance of UNHCR's policy on refugee women.

30. The collective effort to prepare guidelines for the distribution of food and non-food items coordinated by the former Central Evaluation Section resulted in the completion of a draft document at the end of 1994. A second draft was subsequently prepared by the Emergency Preparedness and Response Section. This draft will be circulated within the Office before being discussed at a workshop, tentatively scheduled for October 1995 in Addis Ababa. The final document will take into account comments from WFP and from major NGOs and should be completed by the end of 1995.

V. WORK IN PROGRESS

31. A discussion paper on UNHCR's policy and practice regarding urban refugees is currently being finalized. The study assesses the appropriateness of current policy and practice and examines some of the principal problems experienced in UNHCR offices around the world. It presents a range of options to consider for the establishment of a more rational and humane approach to this small but complex area of UNHCR's work.

32. An evaluation of the Mozambique repatriation operation is under completion. The review examines the extent to which lessons learnt from previous evaluations were incorporated into the planning process for the Mozambique operation. It also reports on additional lessons learnt from this operation and examines the relevance of those lessons to the planning and implementation of repatriation programmes elsewhere in the world.

33. A full-fledged evaluation of the women victims of violence project in Kenya is being finalized. Significantly more detailed than the above mentioned conference room paper, this report is to serve as an internal management tool.

VI. EXTERNAL RELATIONS

34. The Inspection and Evaluation Service will continue collaborating with the Office of Internal Oversight Services of the United Nations Secretariat, in particular with its Central Evaluation and Monitoring and Inspection Units. As in the past, UNHCR will contribute occasional papers as well as exchange ideas and information with these offices. Furthermore, UNHCR continues to monitor the follow-up to the study undertaken by the Central Evaluation Unit in New York entitled In-depth Evaluation of the Programme on International Protection and Assistance to Refugees: Office of the United Nations High Commissioner for Refugees (E/AC.51/1993/2).

35. The Service also maintains regular relations with the United Nations Joint Inspection Unit (JIU). It now acts as the focal point within the Office for responding to the queries received from JIU and prepares comments on JIU reports.

36. UNHCR continues cooperating closely with the Joint Evaluation of Emergency Assistance to Rwanda initiated in the last quarter of 1994 by members of the OECD/Development Assistance Committee. In this regard, the Inspection and Evaluation Service was represented at the second meeting of the Evaluation's Steering Committee held in Copenhagen on 4 July 1995.

37. The Inspection and Evaluation Service plans to reinforce consultations with evaluation units in other multilateral and governmental bodies. To this end, the Inspector has begun meeting systematically with his counterparts in such bodies.



General Assembly

Distr.
GENERAL

A/AC.96/852/Add.1
10 October 1995

Original: ENGLISH
ENGLISH AND FRENCH ONLY

EXECUTIVE COMMITTEE OF THE
HIGH COMMISSIONER'S PROGRAMME

Forty-sixth session

UNHCR'S INSPECTION AND EVALUATION ACTIVITIES

Addendum 1 - Inspection Activities

I. INTRODUCTION

1. The creation of a post of Director, Inspection and Evaluation Service (the Inspector) was approved by the Executive Committee during its forty-fifth session in October 1994 (A/AC.96/839, para. 24 (m)). First proposed at the 19 May 1993 meeting of the Sub-Committee on Administrative and Financial Matters (EC/1993/SC.2/CRP.9), the Service was to "provide the High Commissioner with an additional management tool which is flexible, independent, and directly responsible to her." The Inspection and Evaluation Service became operational in March 1995.

2. As stated in the proposal, the Inspection and Evaluation Service is to undertake "rigorous and comprehensive reviews of UNHCR's operational activities and their impact in given countries and regions, focusing particularly on those factors, both internal and external to the organization, deemed essential to the effective and efficient achievement of organizational objectives". The Inspector will also review issues that had not been previously systematically addressed, such as the overall quality of UNHCR's representation, and the living and working environment of UNHCR personnel, in particular staff morale and security. While focusing primarily on operations, the Service may also review entities at Headquarters to assess their effectiveness in providing support to the field.

3. The newly formed service undertook three inspection exercises -- in Nepal, Cameroon and Nigeria -- during late spring and summer 1995. Four additional inspection exercises are planned to take place before the end of the year. As for the recently completed exercises, they will address both policy and programme issues and UNHCR's performance and accountability.

II. INSPECTION EXERCISES UNDERTAKEN IN 1995

A. UNHCR programme in Nepal

4. The absence of foreseeable durable solutions in the near future for the Bhutanese refugees in Nepal prompted the Inspector to undertake a review of UNHCR's presence and activities there. Since 1990, the Office has assisted in Nepal some 87,000 Bhutanese refugees of ethnic Nepali origin who fled Bhutan. In addition, UNHCR assists asylum-seekers who transit Nepal. The yearly volume of UNHCR project activities on behalf of Bhutanese refugees amounts to over \$ 5 million, and that for asylum-seekers transiting Nepal amounts to some \$ 200,000.

5. The Inspector recommended that UNHCR should continue interceding with Nepal and Bhutan with the aim of reaching an agreement between the two countries conducive to a solution for the Bhutanese refugees. Furthermore, the report noted that the Office should consider soliciting the support of a third party, including selected internationally prominent figures, to further stimulate dialogue between the parties.

6. The report observed that while reaching an agreement permitting a solution for the Bhutanese refugees will require more time and effort, local integration as a solution may not be possible in the interim. The review also noted that UNHCR has endeavoured to promote self-help activities among the refugee communities. In addition to encouraging income-generation schemes, it recently began shifting some of the project management responsibilities to the refugees. It has also encouraged interdependence between camps and neighbouring villages through relocating some of the services within national structures. The Inspector recommended that this policy be continued.

7. With a view to facilitating repatriation negotiations, UNHCR should also, the Inspector noted, develop detailed contingency plans for such options as limited voluntary repatriation, local integration and resettlement in a neighbouring country. Contingency planning should involve international development agencies and encourage the targeting of programmes at refugee settlement areas.

8. Regarding protection issues, the review observed that during the first months of 1995 a number of asylum-seekers transiting Nepal have reportedly been deported. The Inspector endorsed the decision taken by the Regional Bureau for Asia and Oceania to assign a roving Protection Officer to cover the northern regions of Nepal.

9. Upon consultation with the representatives of all of UNHCR's implementing partners in Nepal in the course of the mission, the Inspector recommended that local training to familiarize non-governmental organizations (NGOs) with UNHCR's mandate

and procedures should be systematically undertaken. Despite long traditions of cooperation, many field staff of major implementing partners in the Nepal programme do not appear to understand fully the specificities of UNHCR's mandate or its programme planning and management procedures. Nonetheless, overall coordination with governmental and non-governmental agencies represented in Nepal was deemed satisfactory.

10. The mission also reviewed organizational and staffing issues. Upon detailed review, the project and administrative management performances of UNHCR offices in Nepal were found to be highly satisfactory. The competence of the Office's expatriate and national staff combined with management control routines have ensured the efficient programming and delivery of assistance to the refugees. In the course of visits to the camp areas, the Inspector conferred with refugees, government workers as well as with staff of NGOs and UNHCR's implementing partners. The review concluded that the present staffing structure of UNHCR in Nepal is adequate and does not require major modifications. Nonetheless, the Inspector recommended that due attention be given to the harsh working and living conditions in the camp areas and that concrete steps be taken to relieve the hardship and isolation of staff there.

B. UNHCR programme in Nigeria

11. The principal objectives of the inspection mission to Nigeria were to look into the future of this long-established office in view of the transfer of the seat of Government from Lagos to Abuja, and to rationalize current assistance activities. The report focused on three main issues: UNHCR representation, durable solutions and staffing.

12. With regard to UNHCR representation, it was recommended that, in accordance with the Nigerian Government's request to all diplomatic missions and international organizations, UNHCR plan a complete transfer of its Branch Office from Lagos to Abuja by the end of 1996. Preliminary discussions with government counterparts, including the identification of temporary premises for UNHCR in the new capital, took place during the Inspector's mission.

13. In line with UNHCR's effort to encourage and support the development and maintenance of national eligibility procedures, the Inspector recommended that Branch Office Lagos, in collaboration with the Division of International Protection, should organize further training for the Eligibility Commission of Nigeria.

14. As in all UNHCR's operations, voluntary repatriation remains the preferred solution for refugees in Nigeria. The situation in Liberia, the country of origin of most of those in the current caseload, is now moving towards a political solution which might permit the voluntary return of refugees throughout West Africa in the near future. Meanwhile, in view of the generosity of the Nigerian Government to refugees on its territory, and the extent to which Liberian refugees in the country have now achieved self-sufficiency, the Inspector concluded that assistance to those

remaining in Oru camp should be phased out by the end of 1996. During the intervening year, UNHCR should encourage camp residents to engage in agricultural activities on land provided by the Government, or to initiate other income-generating activities in or outside the camp, according to their skills.

15. With regard to the urban caseload in Nigeria, Lagos (as a major metropolis in West Africa) inevitably attracts refugees from many parts of Africa as well as other parts of the world. Some are of urban origin and may possess the skills required to find a means to survive in the city, while others, with a rural background, are unable to cope with the highly competitive environment. UNHCR assistance to urban refugees in Lagos has tended to be self-perpetuating, acting as a pull factor to others from further and further afield. In the light of this unsatisfactory situation, the Inspector has recommended that existing assistance activities in Lagos be rationalized, oriented towards durable solutions and, where possible, moved to other parts of the country. This change in direction will necessitate the identification of an operational partner in Lagos to take over remaining assistance activities following UNHCR's move to Abuja; and, for those refugees for whom voluntary repatriation is not yet an option, the identification of educational, training and employment possibilities, in urban and rural centres outside Lagos. The Inspector noted that in view of the open approach of the Nigerian Government towards refugees, permitting freedom of movement and access to work, there is normally little need for resettlement as a durable solution, other than for exceptional security or vulnerable cases.

16. In order to respond more effectively to the current demands on UNHCR in Nigeria, the Inspector also made recommendations for the modification of the office staffing in 1996, with a greater focus on administration and programme aspects, and for further changes for 1997, following the transfer of the Branch Office to Abuja. It is anticipated that by this stage, UNHCR will have substantially reduced its staffing level in Nigeria, following the phasing down of residual protection and assistance activities and hand-over to implementing partners prior to the move. In view of the important political and diplomatic role envisaged for UNHCR in Abuja, however, the Office will continue to be headed by a senior international officer.

C. UNHCR programme in Cameroon

17. Cameroon has long provided asylum for refugees from neighbouring countries, notably Chad. With a gradual return to normality in their country of origin, Chadian refugees in Cameroon have been returning voluntarily, and few remain on UNHCR assistance. One of the main objectives of the inspection mission, therefore, was to look at UNHCR's future role in Cameroon. The Inspector endorsed the Regional Bureau for Africa's recent decision to modify the status of the UNHCR presence in Cameroon to that of a Liaison Office, and recommended that the situation be further assessed in the first half of 1997. With regard to the recent and continuing influx of Rwandans (and to a lesser degree, Burundians) into Cameroon, the Inspector concluded that this is not on a sufficiently large scale to justify any major change in our current operations. He recommended that the situation be clarified by the establishment of a regional policy on the secondary movement of Rwandans and Burundians (see below).

18. Foremost among UNHCR's tasks in Cameroon in the immediate future, according to the Inspector, was support for the Government in its progress towards the establishment of national refugee legislation, and the setting up of eligibility procedures. A recent joint Canadian Government/UNHCR training initiative in Cameroon had been well received by the Government, and the Inspector recommended further interventions of this nature.

19. In light of the generosity of the Government of Cameroon in providing extensive agricultural land to Chadian refugees in the northern settlement at Poli-Faro, and the high rate of self-sufficiency among the remaining caseload, the Inspector endorsed the Regional Bureau for Africa's planned phase-out of UNHCR's food assistance to the camp by January 1996. The Inspector further recommended that the hand-over of essential services (education, health, water supply) to the Cameroonian authorities be completed by the end of 1996. Meanwhile, efforts should be made to promote the voluntary return of most of those in this residual caseload.

20. The growing number of spontaneously arriving asylum-seekers from Rwanda (and to a lesser degree, Burundi) in Cameroon since May 1994 has resulted in UNHCR expanding its urban assistance programme in Yaoundé. Unfortunately, the availability of assistance, particularly for secondary and tertiary education, has proved to be a pull factor and the numbers arriving and seeking UNHCR assistance continue to increase. The Inspector has therefore proposed that the Regional Bureau for Africa, in consultation with the Division of International Protection, should, without delay, elaborate a comprehensive regional policy for the protection of and assistance to Rwandan asylum-seekers outside the immediate neighbouring countries of Rwanda. One element in such a comprehensive regional policy would necessarily be a review and rationalization of currently disparate activities with regard to the education of Rwandan refugees and asylum-seekers in different asylum countries.

21. Other issues looked at by the Inspector during his mission to Cameroon included a review of staffing levels and distribution of the workload in Liaison Office Yaoundé, staff living conditions, and the disposal of non-expendable property remaining after the closure of the sub-office in Garoua. With regard to staffing levels, it was noted that considerable reductions were already made following the closure of the Garoua office in 1992 and the Inspector concluded that current staffing levels at Liaison Office Yaoundé are appropriate in view of the actual workload. He proposed, however, that staffing levels be reviewed again in 1997.